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ABSTRACT

The 1981-1982 annual report of the Planning and Grants Committee (PGC) of the Council for Higher Education is presented. An outline of PGC functions is provided that identifies the PGC as an independent body concerned with resource allocations that works with the government and national institutions along with higher education institutions. After a brief chairman's review, the director-general's report is presented, which covers PGC's organization and administration, the ordinary and development budgets, planning, the Council for Higher Education, institutions of higher education, government and national institutions, and foreign relations. Appendices include the following: a list of the 12 institutions funded by the PGC; the ordinary higher education budget, 1980-1981 and 1981-1982; the ordinary budget of universities, the ordinary budget of nonuniversity institutions of higher education; the development budget of the universities; enrollment data on university students by institution, 1969, 1970, 1981, and 1982; a list of publications; and a list of subcommittees. (SW)

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המועצה להשכלה גבוהה

THE COUNCIL FOR HIGHER EDUCATION

הועדה לתכנון ולתקצוב

THE PLANNING AND GRANTS COMMITTEE

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
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Annual Report No. 9

Academic Year 1981/82

P.O.B. 4037 Jerusalem 91040, Israel ת.ד. 4037 ירושלים 91040

THE COUNCIL FOR HIGHER EDUCATION

THE PLANNING AND GRANTS COMMITTEE

Annual Report No. 9

Academic Year 1981/82

Presented to the Council for Higher Education

May 1983

English Language Version of the Hebrew Original

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THE PLANNING AND GRANTS COMMITTEE (PGC)

Members:

Prof. Haim Harari — Chairman
Prof. Yehudith Birk
Mr. Itzhak Mann
Mr. [illegible]nha Soroker
Prof. Daniel Sperber
Prof. Gabriel Warburg

Observers:

Mr. Avraham Snapiri — Ministry of Finance
Mr. Zelig Chinitz — The Jewish Agency
Mr. Shmuel Bendor — Consultant

Administration:

Mr. Gedalia Yaakoby	— Director-General
Miss Ruth Silberberg	— Deputy Director-General and i/c Development
Dr. Meir Zadok	— i/c Planning
Mr. Dov Keren-Ya'ar	— Secretary-General
Mrs. Techia Karcz	— i/c Ordinary Budgets
Mr. Uriel Turniansky	— i/c Statistical Data
Miss Pirhiya Bahar	— Assistant to the Secretary-General

Terms of Reference of the

PLANNING AND GRANTS COMMITTEE

Government Decision No. 666 of June 5, 1977

1. To be an independent body coming between the Government and the national institutions, on the one hand, and the institutions of higher education, on the other, in all matters relating to allocations for higher education. The Government and national institutions shall refrain from receiving requests or recommendations from the institutions of higher education or from any other source. They shall also refrain from allocating funds to an institution of higher education other than on the recommendation of the Planning and Grants Committee.

2. To submit the ordinary and development budget proposals for higher education, taking into account the needs of society and the State, whilst safe-guarding academic freedom and assuring the advancement of research and learning.

3. To have exclusive authority to allocate to the institutions of higher education the global approved ordinary and development budgets.

4. To submit to the Government and to the Council for Higher Education plans for the development of higher education, including their financing.

5. To encourage efficiency in the institutions of higher education and co-ordination between them with a view to preventing superfluous duplication and encouraging economy.

6. To ensure that budgets are balanced and that there are no deviations from them.

7. To express its opinion to the Council for Higher Education before the Council reaches a decision on the opening of a new institution or a new unit having financial implications in an existing institution. The considered opinion of the PGC will include answers to the following questions :

   (a) Is there a need for the new institution or for the new unit ?

   (b) What are the financial implications of opening the new institution or the new unit ?

   The PGC will determine whether the opening of the new unit has or has not financial implications.

THE CHAIRMAN'S REVIEW

The nature of education and research systems is such that all changes within them take place slowly and gradually. Those who live and work within systems such as these are therefore sometimes unable to discern either their advance or their decline. Their fruits, good or bad, are only eaten in the fullness of time. This being so, it is extremely important to be able to recognize, and to do so in time, just exactly when a crisis may be in the making; belated recognition tends to result in damage of the sort that is very difficult to repair.

In the last decade, Israel's system of higher education has undergone a number of far-reaching changes: student enrollment has increased rapidly, financial resources have shrunk, the pace of building has slackened, basic research has been reduced and the scope of the acquisition of scientific equipment, books and publications, has fallen short of the mark. There were, however, also a few bright spots: new faculties and departments were established and developed, applied research expanded, and the involvement of the universities in most areas of the public, social and economic activity grew. In the past few years, an in-depth debate has been under way between those who believed that the State had neglected higher education, thereby impairing it, and those who thought that, following the years of rapid and uncontrolled development, no harm is done by belt-tightening, greater efficiency and economizing. The Planning and Grants Committee (PGC) was the national body most concerned with preventing unnecessary duplication and redundancies, that insisted upon balanced budgets, prevented deficits and demanded increasing efficiency, and continually stressed restraint. Its work in this regard has earned the appreciation of each successive Minister of Education and Minister of Finance.

After nine years of the PGC's existence, and nine years of financial constraint, we have no alternative other than to determine unequivocally that the system of higher education in this country is now in deep crisis, the consequences of which will most adversely, and in the near future, affect Israel's security, economy, culture and general well-being.

There can be no sophisticated industry without an adequate supply of first-rate engineers and scientists; no advanced agriculture without innovative agricultural research; no modern medicine without research on all aspects of the life sciences; no security without investment in basic research and high technology; no meaningful cultural life unless it is broadly based on the humanities, the arts and education. By the year 2000 our society and economy will largely reflect the achievements or the failures of our present

system of higher education and scientific research. If we do not see to it now that higher education and scientific research are strengthened, I am convinced that we will not derive much pleasure from our self-image come the year 2000.

One cannot declare the existence of a crisis without providing adequate documentation of facts and figures. One cannot demand an immediate response without providing a concrete blueprint for action which takes into consideration economic and other limitations. Over the past few years, the PGC has extensively examined the state of higher education in Israel, in an attempt to set down guidelines for the planning of the system in the coming years. Together with this, its annual report, the PGC is publishing a detailed document dealing with "Outlines for the development of the system of higher education for 1983—1988, with a first glance at 1995". We trust that this document will serve as a basis for an in-depth discussion on the problems of higher education in Israel.

In retrospect, we note that, in the last decade, the number of students attending universities has increased by 30%, the number of faculty has decreased by 3%, the technical and administrative staff has declined by 11%, non-salary expenses have dropped by 26%, investment in construction has been diminished by 65%, Government appropriations for building have decreased by 81%, and that part of the Government's regular budget (excluding defence and payment of debts) which is allocated to higher education has been cut by 44%. Quantitatively speaking, this is the whole story in brief.

Qualitatively speaking, a gradual deterioration has been noted in scientific equipment, in libraries and in the recruitment of young scientists and researchers. For the first time, we observe a decline in the appeal of Israeli universities that are in competition with local industry and with institutions of teaching and research abroad. The universities are unable to obtain the appropriate teaching and research manpower in such professions as electronics, computers, law and management. They are also unable to supply the demand for academic personnel in some of those areas.

Within the next few years, we have no need of major new investment. We have no need of new universities or even of new faculties in existing institutions. We do not need to speed up construction. There is, however, immediate need for expansion, consolidation, improvement and advancement of teaching and research in many areas, controlled increase of young researchers and teachers, and a significant growth of resources to be devoted to the research infrastructure. All these require immediate action by the universities. Without resources, nothing can be done. The PGC's plan of action for the next few years calls for a significant, gradual and real increase of resources to

be made available to higher education. In this regard, the readiness to act of the Government, the Knesset, the Israeli public and the friends of Israeli institutions of higher education abroad will be put to the test.

Haim Harari

May 1983

THE DIRECTOR-GENERAL'S REPORT

A. Introduction

The PGC's Work Programme for 1981/82

The PGC's work-programme for 1981/82 formed part of its multi-year programme which is based on its terms of reference as defined by the Council for Higher Education, the "Criteria for the Allocation of Funds to Institutions of Higher Education" and Government Decision No. 666 of June 5, 1977.

The PGC's ninth report surveys its activities in 1981/82.

The emphases in the year under review included :

a. consolidating frameworks for the presentation of budgets, uniformity in financial reporting on the regular budget and matching allocations, and establishing procedures.
b. the preparation of outlines for the medium and long term planning of the higher education system.

The work programme was carried out in full thanks to the active co-operation of the institutions of higher education on the one hand and the State authorities on the other.

The Higher Education System in 1981/82

The higher education system in 1981/82 consisted of : 7 universities, Everyman's (Open) University, 7 institutions of higher education which are not universities and academic courses in 4 institutions that are not academic.

In the year under review there was a slight increase in student numbers. There was no appreciable change in manpower or construction.
Students in the 7 universities numbered 60,685. In Everyman's (Open) University there were 13,595 students. This number is equivalent to 3,500 full-time students in a regular university. Students in other institutions of higher education, including those taking academic courses in institutions that are not academic, numbered 3,000. About 10,000 students received academic degrees, about 7,000 of them the first degree of Bachelor.
Staffs totalled about 15,000 — about 7,000 academic staff and about 8,000 administrative and technical staff.

B. Organization and Administration

The Planning and Grants Committee (PGC)
In the year under review there were no changes in the composition of the PGC.

Mr. Avraham Snapiri replaced Mr. Uri Laor as the observer of the Ministry of Finance at the meetings of the PGC.

After reviewing its functions, the PGC decided, inter alia, that a member of the PGC should not fulfil any of the following functions in an institution of higher education: chancellor, president, rector, vice-president, vice-rector, dean. Nor should he be a member of a committee, including that of the Board of Governors, that deals with finance, administration, audit and the like.

Meetings of the PGC

The PGC held 33 meetings during the period under review, including two meetings with the Committee of Heads of Universities.

The PGC departed from its practice of visiting each university in the course of the year. Instead it arranged three meetings, each devoted to a specific subject.

The first meeting was devoted to a lecture by Prof. Harari, Chairman of the PGC, on "Principles and criteria for the allocation of funds to the universities", which was followed by a discussion. The audience included members of the Council for Higher Education, representatives of the institutions of higher education, representatives of the Ministry of Finance and the State Comptroller, membres of the Knesset (Pahrlament) and others.

The second meeting, which was held in the Technion-Israel Institute of Technology, was devoted to a discussion on the training of engineers in the universities that have faculties of engineering, namely the Technion-IIT, Tel-Aviv University and Ben-Gurion University of the Negev, representatives of industry and others. Mr. David Brodet of the Economic Planning Authority presented his study: "Forecast of demand and supply of engineering manpower in the years 1981—1990".

The third meeting, held in Tel-Aviv University, was devoted to a study of the schools of education in the universities. Participants included representatives of all the schools of education in the universities and representatives of the Ministry of Education and Culture.

The Chairman of the PGC, the Director-General and the members of the professional staff visited all the institutions of higher education in the course of the year.

The regular meetings of the PGC were based upon the work programme and timetable for 1981/82. In addition to budgets, balance sheets and the like, the following matters were discussed:

Planning :

The multi-year building plan ;
Special allocations for university research ;
Manpower in the universities ;
Forecast of research personnel ;
The academization of para-medical studies ;
Inter-university co-operation in the acquisition of computers ;
The employment of university graduates based upon the Report and Recommendations of the Inter-Ministerial Committee for the Employment of University Graduates ;
Management studies in the universities ;
Academization of teacher training colleges.

New Programmes :

The Institute for the Preservation of the Ben-Gurion Heritage and the Institute for Applied Research in Ben-Gurion University of the Negev ;
The School of Veterinary Medicine in the Hebrew University of Jerusalem ;
The application for a permit to establish an Arab university in the Galilee ;
The relations between the Air Force Institute for Further Education, the Hebrew University of Jerusalem and Ben-Gurion University of the Negev.

Other Matters :

Cultivating science-oriented youth ;
The further development of the Tutorial Project in the universities ;
Aid to university staffs ;
Tuition fees as determined by the "Katzav Committee" ;
The amendment of the Council for Higher Education Law and changes in the charter of the PGC ;
Pre-academic preparatory courses ;
Wages in the institutions of higher education ;
Pensions in the institutions of higher education ;
Students from abroad ;
Extra-curricular programmes in the institutions of higher education ;
The opening of the Israeli Academic Centre in Cairo.

The first item on the agenda of meetings of the PGC consists of reports on events and activities between meetings.

Sub-committees

The PGC appoints sub-committees as required. They include members of the PGC as well as other scientists and experts.

In the year under review there were 10 sub-committees with a total mem-

bership of 65. The recommendations of the sub-committees were studied by the PGC and in most cases by the Council for Higher Education as well.

Publications

During the year 14 publications appeared, the majority prepared by the PGC, the remainder in co-operation with others.

The PGC continued to publish its Bulletin, each issue dealing with a specific subject. The Bulletin is distributed to the members of the Council for Higher Education, the heads of the institutions of higher education, committees of the Knesset, the news media and others, depending on the subject.

The PGC's Budget

The budget of the PGC approved for 1981/82 amounted to 11.2 million Israeli Shekels. About 70 percent represented expenditure on wages and related expenses, about 10 percent on administrative expenses and rent. The remaining 20 percent consisted of expenditure on surveys and publications.

The Professional and Administrative Staff

19 1/4 established posts were authorized for 1981/82. Certain services were provided by special contracts. Of the 19 1/4 established posts authorized, only 17 1/4 were filled. The services provided by special contract included those of a consultant, an accountant and internal comptroller, a pay officer and an accountant for matching funds.

The secretariat of the PGC is responsible for the organization of the work of the Council for Higher Education including the activation of its sub-committees.

The PGC paid high tribute to the devotion and team spirit of the staff, professional and administrative alike.

C. The Ordinary Budget

The higher education system, still in various stages of development, was forced into a rigid framework for survival by the reduction in real terms of public participation in budgets on the one hand, and by the influence of various factors on the components of the income obtained by the institutions on the other hand. The PGC encouraged economy and efficiency together with controlled development, so vital for the proper functioning of the system in the future. This was made possible thanks to improvements in the management of budgets and not necessarily by augmenting them.

Despite the increase in student numbers and in the activities of the institu-

tions in recent years, including 1981/82, there has been no increase in staff numbers.

The budgetary framework each year is based on current programmes adjusted to bring them up-to-date. As a result of Government decisions, public participation in budgets decreased prior to 1981/82 and during the course of the year, thus affecting the budgetary framework approved by the PGC. Despite this, however, the scope of the activity of the system as a whole increased to a certain extent, particularly in subjects encouraged by the PGC.

Sources of Income

The income of the ordinary budget:

The PGC's allocation	— 70.8% (as against 74% in 1980/81)
Tuition fees	— 4.6% (as against 4% in 1980/81)
Donations	— 8.6% (as against 9% in 1980/01)
Miscellaneous	— 16.0% (as against 13% in 1980/81)

The PGC's allocation: The scope of the direct allocation in the total income of the institutions and the way in which it is funded are designed to enable them to manage their current activities, subject to the PGC's guidelines, whilst safeguarding their freedom of action. In the follow-up of budgetary implementation, special attention is paid to the balance between expenditure and estimated income, assessed and approved by the PGC in accordance with its guidelines for financial reporting. An institution which accumulated a deficit was obliged to liquidate it.

Income from tuition fees: Tuition fees are determined by the Government and are uniform in all the institutions of higher education.

In 1977/78 the Government accepted the recommendations of the "Navon Committee" which determined the level of tuition fees for a period of 5 years, till the end of 1981/82. Tuition fees for 1977/78 were determined in accordance with these recommendations and since then their level has been adjusted annually according to the average between the cost-of-living index of May of the previous year and the cost-of-living allowance paid to salaried employees in the same period. This method of adjusting fees and rapid inflation eroded the real value of tuition fees to half of what they were in 1977/78, thus reducing the percentage of income deriving from tuition fees. Their contribution to covering expenditure was negligible.

The basic tuition fee in 1981/82 was I.S. 5,018 if paid by the student himself and I.S. 6,018 if paid by his employer or from some other source.

Income from donations: In 1981/82 the institutions found it increasingly difficult to obtain donations from abroad because of limitations imposed

following upon operation "Peace for the Galilee", and the economic situation in western countries. As part of its general policy, the PGC urged that funds obtained from donations should be devoted to projects included in the ordinary budget and to endowment funds.

Other income: Income from other sources, which has increased in its relative scope and weight in the income of the higher education system, includes income from the sale of services, research contracts financed by outside sources, extra-curricular p.›grammes and budgets earmarked for specific purposes, etc.

The PGC's Allocations

The PGC's participation in the budget of the higher education system in 1981/82, amounting to I.S. 4,688 million, was as follows:

— direct allocations to universities, including Everyman's (Open) University	— I.S. 4,046.9 million
— direct allocations to other institutions of higher education	— I.S. 91.2 million
— direct allocations for research	— I.S. 102.3 million
— allocations for special projects	— I.S. 447.6 million

Direct allocations: In 1981/82 the PGC re-examined the procedures for the presentation of budget proposals and ways and means of following up on their implementation. Methods of apportioning the direct allocation were also examined, along with its effect on the advancement of institutions and subjects in various stages of development.

The scope of the direct allocation and its relative weight in the budgets of the institutions on the one hand, and the influence of expenditures on staff wages on these budgets on the other hand, obliged the PGC to take a more active interest in wages. These are co-ordinated with the heads of the institutions, the Civil Service Commission and the Budget Department of the Ministry of Finance, without infringing upon the rights and powers of the institutions as defined by law and in agreements.

Economic developments in 1981/82 and increased expenditure which exceeded price rises forecast when the budget was prepared (May 1981) made necessary an adjustment of the PGC's direct allocation during 1981/82 in order to ensure the implementation of projects provided for in the budget agreed upon with the heads of the institutions. The budgets of institutions which deviated from wage frameworks approved by the Civil Service Commission were not adjusted.

Allocations for research: The PGC finances, wholly or in part, various projects intended to encourage university research.

Allocations to research funds: The PGC increased its allocations to research funds from I.S. 14 million in 1980/81 to I.S. 46.3 million in 1981/82. These included: the fund for basic research, the fund for applied industrial research and the Einstein fund for inviting eminent academics from abroad. I.S. 29.3 million were allocated to these funds, which are administered by the Israel Academy of Sciences and Humanities in accordance with regulations co-ordinated with the PGC.

In addition, the PGC allocated I.S. 17.0 million to the following funds: the joint PGC — Atomic Energy Commission research fund; the joint PGC — Ministry of Defence research fund; the United States — Israel Education Fund.

The Yigal Allon Three-Year Fellowships for Young Researchers:
These fellowships are intended for outstanding young researchers who have never had an appointment as lecturer or senior lecturer in a university in Israel. The fellowship is equivalent to the average salary of a lecturer or senior lecturer as the case may be. Candidates are presented by the universities in open competition. The universities undertake to include the fellow's salary in its regular budget upon the completion of the three years of the fellowship.

The list of fellows recommended by the selection committees requires the PGC's approval.

In 1981/82 20 fellowships were awarded — 8 in the humanities and social sciences and 12 in the natural sciences and technology.

The PGC allocated I.S. 14.9 million to cover the costs of fellowships, new and recurrent, in 1981/82.

Scientific Equipment: The PGC allocates funds for the purchase of expensive scientific equipment for research. The allocation of the PGC is to be matched by the university or universities concerned.

Allocations are granted upon the recommendations of a special committee assisted by sub-committees, each in a specific scientific field. These committees take into consideration: the scientific level of the research teams for which the equipment is intended; the contribution of the research project to the development of new fields and methods of research; the potential contribution of the research project to the economy and society. In addition, the allocations are intended to encourage the recruitment of outstanding researchers and stimulate inter-university co-operation.

In 1981/82 106 applications for grants were presented, totalling approximately US $ 10 million. 29 of them, totalling US $ 3.4 million, were approved. The PGC's participation was I.S. 41.1 million (about US $ 2 million), awarded as follows: 28% for technological and physical sciences, 27% for chemistry, 19% for life sciences and medicine, 21% for computer systems and about 5% for experimental social sciences.

Allocations for Special Projects: Allocations are made for special projects based on criteria appropriate to the specific project. The following were included in this category in 1981/82:

Matching allocations: These allocations are intended to serve as an incentive to the institutions to raise donations for endowment funds, the fruits of which are transferred annually to the ordinary budgets of the institutions for purposes specified by the PGC.

In 1981/82 the PGC devised a new method for determining matching allocations, based on the principle that they would be a certain fixed percentage of the value of the endowment funds, as appraised at the begining of the year. The amount of the matching allocation — 7% — with the addition of at least an equal amount from the annual fruits of the funds, is to be included in current budgets. This obliges the institutions to report only once a year on the balance of their funds, changes in them and how they are invested.

The value of the funds as of 30.9.1982 was estimated at I.S. 7.5 milliard. Matching allocations in the same year amounted to approximately I.S. 400 million.

Encouraging investment in endowment funds releases financial resources from current expenditure and directs them to the formation of an infrastructure that will ensure the institution's long-term activity. The PGC established procedures for matching allocations and the designation of appropriate sums to cover allocations to which the PGC is obligated. The benefits of this policy were felt in 1981/82 but its full impact will only be felt in the long run.

Allocations for the purchase of books and periodicals: Based on experience gained in the past, the PGC decided in 1981/82 to increase the allocations, in real terms, and simplify the method of calculating the institutional allocation. Each university received an allocation of 75% of the total sum expended by it on books and periodicals in 1980/81.

In 1980/81 the special allocation for books and periodicals amounted to I.S. 12.0 million, while in 1981/82 it reached I.S. 31.7 million.

Along with this allocation, which serves as an incentive to the universities to purchase scientific books and periodicals, the PGC, aided by a special sub-committee, encouraged inter-library co-operation and the establishment of a national bibliographic data centre. The importance of these is increasing with the development of the higher education system and of information centres serving advanced academic systems in the world. The PGC supported the inter-library loan unit and the current preparation of the Union List of Serials. The PGC's allocation to these two projects in 1981/82 was I.S. 7.0 million.

Students Loan Fund: The purpose of the Fund is to grant loans to students in institutions of higher education. The fund is a mixed government company, including representatives of the Government, the Bank of Israel and six commerial banks. Half of the Fund's finances comes from the Government, through the PGC, and half from the commercial banks.

In 1981/82 approximately 6,300 students applied for loans, of which 3,840 were approved, for a total of I.S. 19.1 million. The PGC's participation amounted to I.S. 5.2 million.

Pre-academic preparatory courses: The pre-academic preparatory courses have as their objective to provide a second chance for students who do not have the qualifications for admission to universities, but who have proved during their military service that they have higher education potential. The Ministry of Education and Culture decides which students are eligible for the courses. The courses are given by the universities.

The PGC pays the tuition fees of the students, the Ministry of Defence and the Ministry of Education and Culture cover their living expenses. In the year under review the PGC's allocation for the tuition fees of 1,097 students amounted to I.S. 18.6 million.

The universities provide refresher courses for students who have the Bagrut (Matriculation) Certificate but who wish to brush-up their knowledge after two, three or more years of military service. These students pay fees. They can apply to the Students Loan Fund for financial assistance.

Tutorial project: Students who volunteer to serve 4 hours a week as tutors to pupils requiring special coaching in schools designated by the Ministry of Education and Culture are eligible for scholarships amounting to 60% of their tuition fees.

In 1981/82 the scholarship of I.S. 4,200 was given to approximately 6,000 students.

The budget for the tutorial project amounted to I.S. 23.4 million, of which the PGC's participation was I.S. 5.5 million.

Allocations to encourage inter-institution co-operation in special projects: In 1981/82 the PGC allocated I.S. 11.3 million to encourage the following projects: the establishment of a national testing centre for the universities in Israel; the inter-university centre for scientific collections of the Hebrew University of Jerusalem and Tel-Aviv University; the inter-university centre for oceanography in Eilat and Haifa.

The PGC also encouraged inter-university co-operation in the financing of the Israeli Academic Centre in Cairo.

D. The Development Budget

Total investments in construction in the higher education system in 1981/82 was approximately I.S. 730 million. The PGC's participation in development budgets amounted to I.S. 223 million. Investments in construction have been declining, in real terms, in the last 8 years. The total value of investments has diminished to 50% of what it was in 1973/74. The PGC's participation has decreased to 25% of what it was in the same year.

At the begining of the 1970's development budgets formed 25% of the total higher education budget. By 1981/82 their share in the total budget was less than 10%.

The Multi-Year Plan for 1977/1978 — 1981/82

1981/82 was the final year of the plan which served as the basis for the PGC's involvement in development budgets. During the period covered by this plan the universities built 17 projects covering a total area of about 110,000 square metres. In the same period, but in a separate framework, construction of the Mt. Scopus project was completed, with a total area of about 110,000 square metres.

The plan gave preferential treatment to construction for the engineering sciences with buildings totalling 38,000 square metres mainly in the Technion-ITT, but also in the faculties of engineering in Tel-Aviv University and Ben-Gurion University of the Negev.

Another major project included in the plan was the construction of a building, totalling 29,000 square metres, for the School of Medicine of the Technion-ITT. Also within the framework of the plan, student hostels totalling 18,000 square metres were built in the Technion-ITT, Ben-Gurion University of the Negev and Bar-Ilan University.

The PGC's participation in financing the multi-year plan was originally set at I.S. 61 million at 1977/78 prices (equivalent to I.S. 1,200 million at 1981/82 construction prices). This was to cover both Government commitments to

the projects included in the plan as well as commitments to the universities from previous years. The PGC's allocation was transmitted to the universities during the years 1977/78 — 1981/82.

1981/82 was the year in which construction of the Mt. Scopus project, defined as a project of national importance, was completed. A special agreement was drawn up in 1978 between the Government, represented by the Ministry of Finance, and the Hebrew University of Jerusalem for the completion by 1981/82 of 110,000 square metres under construction, in addition to the 140,000 square metres constructed prior to the signing of the agreement, and for the financing of the project over a 10-year period until 1988. Public participation was set at $14 million, to be transfered at the rate of $1.4 million annually.

Apart from the agreed multi-year plan, the universities could request the PGC's approval for additional essential projects on condition that they were financed in their entirety, including maintenance costs, from donations. Each request was examined from four aspects: the requirements of the university; the requirements of society and the economy; the total investment involved and the availability of resources; its anticipated influence on maintenance costs. In 1981/82 the PGC approved 5 such requests, limited in scope, covering a total area of 9,000 square metres.

The Multi-Year Plan for 1981/82 — 1987/88

Towards the end of the implementation of the above-mentioned multi-year plan, the PGC began preparations for the next five-year period — 1981/82 — 1987/88. These were based on two premises: that the rate of development of the higher education system in the near future would not require any significant expansion of construction and that the financial resources available for development would be much inferior to funds available for construction in recent years. The PGC would be able to participate in construction budgets only in exceptional cases. Institutions will have to raise funds that will cover not only investment in construction but also maintenance costs.

The universities and the other institutions of higher education presented multi-year construction plans covering a total area of about 300,000 square metres and, in addition, plans for renovations and alterations in existing buildings and in infrastructure.

The PGC has decided upon the framework for its participation in construction in 1981/82 — 1987/88, which will include essential projects only, covering about 114,000 square metres. This will represent an increase of about 8% over today's built-up areas or about 1% annually.

This framework will include only projects intended for teaching and research. Projects for auxiliary services and student hostels will not be considered. These, if essential, may be built if they are financed entirely from donations. Of the projects intended for teaching and research, only those fulfilling existing needs were chosen. Space is already lacking primarily in Tel-Aviv University and Bar-Ilan University, where construction has not kept pace with the growth in student numbers, especially in the humanities and social sciences. Since the PGC's policy does not call for the continued growth of these universities in the near future, inclusion of their building projects in the multi-year plan is on condition that they do not increase their student numbers. Other institutions given priority in the multi-year plan are Ben-Gurion University of the Negev and the non-university institutions of higher education.

In order to participate in as many projects as possible despite its limited resources, the PGC decided that its participation would be at four tariffs, pre-determined by the following factors: the need for the project; the total cost of the investment in it; the resources available to the institution. In exceptional cases the PGC's participation might reach 50% but in most cases it will be less.

In addition to new construction, the PGC has included in the multi-year plan renovations and alterations which are becoming increasingly urgent due to the "ageing" of existing structures and systems, to neglect, to the slowing down of new construction and the need to adapt old buildings to meet new needs. Up to 20% of the resources available to the PGC for development in the next five years will be devoted to this purpose. The PGC will participate in large-scale renovation and alteration projects but not routine repairs which are considered part of regular maintenance and included in the ordinary budget. The institutions will be required to finance at least 50% of the cost of these renovations.

The multi-year plan was presented to the Budget Department of the Ministry of Finance and was approved in principle, both as to its physical scope and public participation in it, which during the first five years will be equivalent to the development budget for 1982.

In 1982/83 the PGC will finalize with each institution separately its development programme, including investment and financing, to be spread over the years 1981/82 to 1987/88.

Essential and urgent projects included in the new multi-year plan are discussed on their merits. In 1981/82 the commencement of construction of 6 of the projects, covering a total area of 30,000 square metres, was approved.

E. Planning

Outlines for the Planning of Higher Education

In the year under review the PGC studied a medium range plan for higher education till 1988 and a long range plan till 1995. The survey included: academic programmes, existing and planned; buildings, existing and planned; assembly of data with regard to manpower, students, budgets and research activity and a forecast of future development.

After an in-depth discussion on the material assembled and first contacts with the institutions of higher education, the PGC prepared the outline of a detailed plan for discussion in the Council for Higher Education, with the institutions of higher education and public bodies.

From the preliminary findings it is possible to make a number of assumptions with certainty: till the end of the 80's there will be no need for a new university or a new faculty: some changes and expansion might be necessary in some of the existing units; anticipated increase in the number of students by 1988 can be accommodated in existing institutions.

Examination of New Programmes

In accordance with the decisions of the Council for Higher Education, the PGC examines every new programme from two aspects: the cost of the new programme and its importance for society and the economy.

The PGC reviewed the programmes presented to the Council for Higher Education and decided, as part of the long-range planning process, to examine certain specific fields in 1981/82, including agriculture, medical administration and physical education.

F. The Council for Higher Education

The sixth Council for Higher Education was appointed in 1981. Its first meeting, which was held under the auspices of the President of the State of Israel in the presidential residence, was devoted to a discussion on higher education in Israel. The participants included, in addition to the members of the Council, the heads of the institutions of higher education, members of the Knesset and others. The opening address was delivered by Prof. Harari.

Another meeting of the Council was devoted to a discussion on the 8th annual report of the PGC.

In addition to the Chairman of the PGC and the Secretary-General, the Director-General and his deputy attended the meetings of the Council.

Every meeting of the Council included a report by the Chairman of the PGC on its activities.

The PGC, represented by the Chairman, the Director-General and the Secretary-General, is in regular contact with the Minister of Education and Culture, Mr. Zevulun Hammer, Chairman of the Council for Higher Education. In addition to matters relating to the Council, the following matters were discussed: fees in the universities; amendments to the "Criteria for the allocation of funds to the institutions of higher education"; budgets and wages in higher education.

In the course of the year the PGC submitted to the Council for Higher Education its recommendations on the following:

Studies in veterinary medicine in Israel;

The request for a permit to establish an Arab university in the Galilee;

The request that Ben-Gurion University of the Negev assume academic responsibility for the Institute for the Preservation of the Ben-Gurion Heritage;

Studies leading to the degree of Master in geography in Tel-Aviv University;

Academic courses in regional colleges;

Studies leading to the degree of Bachelor for elementary school teachers in the University of Haifa School of Education;

The request for academic recognition of the department of metallurgy in the Jerusalem College of Technology;

The request for academic recognition of the department of photography in Bezalel-Academy of Arts and Design, Jerusalem;

Studies leading to the degree of Master in Jewish thought in the University of Haifa;

Studies leading to the degree of Doctor in industrial engineering and management in Ben-Gurion University of the Negev;

The request of the College of Administration in Tel-Aviv to extend its permit.

G. The Institutions of Higher Education

The PGC was in regular contact with the heads of each of the institutions of higher education in which matters such as budgets, financing, financial reporting, etc. were discussed.

In the course of the year the PGC had two meetings with the Committee of Heads of Universities. Matters discussed included: the long-term planning of higher education; the regular budget for 1981/82 and 1982/83; financial

reporting; wage agreements; agreements between universities and investment companies; the multi-year development and building plan; student fees; science-oriented youth; special arrangements in the institutions of higher education for students mobilized for operation "Peace for the Galilee" and temporary restrictions on fund-raising abroad; computers in the universities; earmarked budgets and allocations.

H. Government and National Institutions

The Knesset and its Committees

The Education and Culture Committee: The PGC maintained close contact with the Committee's Chairman. The Chairman, the Director-General and other representatives of the PGC attended 12 meetings of the Committee. One meeting was devoted to a lecture by Prof. Harari on "The higher education system in the 1980's". Other matters discussed included: a review of the activities of the higher education system; the report of the "Katzav Committee" on student fees; the application of the recommendations of the "Etzioni Committee" on refresher courses for teachers; the academization of teacher training colleges; special arrangements made by the institutions of higher education for students mobilized for operation "Peace for the Galilee". There was also a meeting devoted to a discussion on the access to higher education of practical engineers.

The Finance Committee: The Chairman and Director-General of the PGC met with the Chairman of the Committee for a discussion on the problems of higher education. The Chairman and Director-General took part in a meeting of the Committee in which the status of the Hadassah Medical Organization was discussed. The Chairman of the PGC, the Director-General and the members of the administration responsible for ordinary and development budgets attended a meeting of the Committee in which the higher education budget for 1982/83 was discussed.

The Public Audit Committee: The Deputy Director-General of the PGC attended two meetings of the Committee devoted to the State Comptroller's report on the Hebrew University of Jerusalem. The Secretary-General attended a meeting on higher education in the armed forces.

Government Ministries

The Ministry of Finance: Meetings were held with the Minister of Finance, the Director-General and other senior officials of the Ministry.

The subjects discussed included: the higher education budget; updating budgets and problems of financing; the moratorium on fund-raising abroad; the multi-year development budget; wage agreements and the wage structure

in higher education. There was also a review of economic planning, including certain aspects of over-all planning of the national economy and forecasts of the supply and demand for various categories of manpower.

The Ministry of Education and Culture: The following matters were dicussed with the Minister and the Director-General of the Ministry; the pre-academic preparatory courses; the cultivation of science-oriented youth; the functioning of schools of education in the universities; the academization of teacher training colleges; the teaching of the natural sciences in secondary schools; the training in universities of administrative personnel for the school system.

The Ministry of Science and Development: The Chairman of the PGC and the Director-General met with the Minister and the Director-General of this new Ministry. They agreed to keep in touch on matters of common interest.

Prof. Harari is a member of the plenum of the National Council for Research and Development which is in the Ministry.

The State Comptroller's Office: The Chairman and Director-General met with the Comptroller and members of his staff to discuss the status of the PGC vis-a-vis the Comptroller. It was agreed that the Comptroller would provide the PGC with his reports on the institutions of higher education and that there would be a regular exchange of views and information. Other matters discussed included: the Comptroller's reports on the Hebrew University of Jerusalem and the University of Haifa; sabbatical leave for the administrative staff in the institutions of higher education; uniform financial reporting.

The Ministry of Health: The Chairman, Director-General and Secretary-General met with the Minister of Health and his Director-General. The matters discussed included: academic support for hospitals in the periphery; increase in the number of dental students; the Ministry's announcement of its intention to create new schools of dentistry without prior consultation with the Council for Higher Education and the PGC; the academization of para-medical courses and their funding.

The Ministry of Agriculture: The Chairman and Director-General met with the Deputy Prime-Minister and Minister of Agriculture and senior officials of the Ministry to ensure co-ordination between the Ministry and the PGC on the opening of the School of Veterinary Medicine in the Faculty of Agriculture of the Hebrew University of Jerusalem.

The Ministry of Labour and Social Affairs: Representatives of the PGC met with representatives of the Ministry for a discussion on technological

studies and the shortage of practical engineers.

The Ministry of Trade, Industry and Tourism: Representatives of the Ministry and the PGC discussed the advisability of the transfer to the PGC of the funding of the Shenkar College of Textile Technology and Fashion hitherto financed directly by the Ministry. Possible co-operation in the organization of international meetings was also discussed.

The Ministry of Justice: The Chairman of the PGC and the Secretary-General met with the Attorney-General to clarify certain legal problems.

National Institutions

The Israel Academy of Sciences and Humanities: The PGC enjoys close relationships with the Academy. There was agreement on the necessity to advance basic research. Other matters discussed included the Einstein Fund and the establishment of the Israeli Academic Centre in Cairo.

The Jewish Agency: A representative of the Agency has observer status at the meetings of the PGC. It was agreed that efforts should be made to attract a larger number of students from abroad to come to study in Israeli institutions of higher education. Representatives of the Agency are members of the PGC's sub-committee the object of which is to advance this project.

I. Foreign Relations

The Secretary-General of the PGC, Mr. Dov Keren-Ya'ar, attended a meeting in the USA at the invitation of the International Communication Agency which included visits to various universities. He also attended a meeting of Unesco in Paris which discussed the application of the convention on mutual recognition of degrees and diplomas by members of the European region of Unesco.

Mrs. Techia Karcz, i/c ordinary budgets, participated in a seminar in Oxford, England, on financial management in universities.

Mr. Shmuel Bendor, Israeli Liaison Officer with the European Centre for Higher Education of Unesco, took part in the meeting of Liaison Officers held in Bucharest in June 1982.

The English language version of the 8th annual report of the PGC for 1980/81 was sent to over 550 institutions and individuals abroad.

The PGC exchanges information on higher education with governments and institutions in various countries and with a number of international organizations.

IN CONCLUSION

Despite the serious financial difficulties forecast in our 8th annual report for 1980/81 and which proved correct, the higher education system in 1981/82 managed, not without difficulty, to hold its own.

At the same time, the first summaries of 1981/82 predicted a marked deterioration that might well have far-reaching repercussions for higher education.

If we do not succeed in avoiding the danger zone, beyond which regression is inevitable, we shall upset the delicate balance achieved with great effort. Preserving that balance means maintaining the scope of higher education, assuring high academic standards, continued progress in teaching and research and the recruitment of more outstanding academics.

It is our duty to bring a sense of the danger that threatens higher education to the attention of all those who have it in their power to guide higher education in directions that meet the requirements of the people and the State. It is our hope that programmes prepared in 1981/82 for 1982/83 will come to fruition. To attain this objective we must strengthen our contacts and co-operation with all concerned — the Government, the Council for Higher Education, the institutions of higher education and the students.

We are grateful to all those who share with us the burden of the development of higher education and thus enable us to face the difficult tests that lie ahead.

In particular I owe a debt of gratitude to the members of the PGC and to our professional and administrative staff for the pleasant atmosphere that has made constructive work possible.

Gedalia Yaakoby

Appendix 1

INSTITUTIONS OF HIGHER EDUCATION
FUNDED BY THE PLANNING AND GRANTS COMMITTEE

1. The Hebrew University of Jerusalem
2. The Technion-Israel Institute of Technology
3. Tel-Aviv University
4. Bar-Ilan University
5. The University of Haifa
6. Ben-Gurion University of the Negev
7. The Weizmann Institute of Science
8. Everyman's (Open) University
9. Bezalel-Academy of Arts and Design, Jerusalem
10. The Rubin Academy of Music and Dance in Jerusalem
11. Jerusalem College of Technology
12. The Ruppin Institute of Agriculture (academic course only)

Appendix 2

THE ORDINARY BUDGET OF HIGHER EDUCATION

1980/81 AND 1981/82

(I.S. Millions)

	1980/81					1981/82[1]				
	Approved Budget	PGC's Allo-cation	Fees from Students	Dona-tions	Other Sources	Approved Budget	PGC's Allo-cation [1]	Fees from Students	Dona-tions	Other Sources
Total	3,394.1	2,555.8	132,8	245.2	460.3	6,607.7	4,699.2	272.4	504.5	1,131.6
The Universities	2,931.5	2,172.0	129.0	241.7	388.8	5,732.8	4,046.9	265.2	496.4	924.3
Other Institutions	57.0	45.4	3.8	3.5	4.3	113.7	91.2	7.2	8.1	7.2
Various Subjects	400.0	332.8	—	—	67.2	750.0	549.9	—	—	200.1
PGC Administration	5.6	5.6	—	—	—	11.2	11.2	—	—	—

1. Including wage differentials from previous years.

Appendix 3

THE ORDINARY BUDGET OF THE UNIVERSITIES 1980/81 AND 1981/82

(I.S. Millions, Current Prices)

	1980/81					1981/82[1]				
		Income					Income			
	Approved Budget	PGC's Allo-cation	Fees from Students	Dona-tions	Other Sources	Approved Budget	PGC's Allo-cation [1]	Fees from Students	Dona-tions	Other Sources
Total	2,931.5	2,172.0	129.0	241.7	388.8	5,732.8	4,046.9	265.2	496.4	924.3
Hebrew University of Jerusalem	779.5	592.5	28.0	71.1	87.9	1,582.0	1,100.6	54.9	136.0	290.5
Technion — IIT	487.7	384.7	21.7	37.6	43.7	951.9	710.0	40.5	108.0	93.4
Tel-Aviv University	625.5	499.5	37.5	9.0	79.5	1,197.0	915.5	76.4	16.0	181.1
Bar-Ilan University	239.8	178.8	14.2	19.3	27.5	458.7	341.5	35.7	21.0	60.5
University of Haifa	161.5	123.5	12.9	4.2	20.9	312.8	220.0	26.5	17.2	49.1
Ben-Gurion University of the Negev	220.5	181.0	6.5	23.5	9.5	451.1	350.0	13.7	57.8	29.6
Weizmann Institute of Science	359.5	178.5	—	66.2	114.8	659.0	340.0	—	119.5	199.5
Everyman's (Open) University	57.5	33.5	8.2	10.8	5.0	120.3	69.3	17.5	20.9	12.6

1. Approved budget, not including latest wage agreements.

Appendix 4

THE ORDINARY BUDGET OF NON-UNIVERSITY INSTITUIONS OF HIGHER EDUCATION 1980/81 AND 1981/82
(I.S. Millions, Current Prices)

	1980/81					1981/82				
		Income					Income			
	Approved Budget	PGC's Allo-cation	Fees from Students	Dona-tions	Other Sources	Approved Budget	PGC's Allo-cation [1]	Fees from Students	Dona-tions	Other Sources
Total	57.0	45.4	3.8	3.5	4.3	113.7	91.2	7.2	8.1	7.2
Bezalel-Academy of Arts and Design	30.6	27.3	1.5	1.0	0.8	61.5	55.0	3.0	2.1	1.4
Rubin Academy of Music and Dance in Jerusalem	12.6	10.1	1.0	0.5	1.0	24.8	21.1	2.0	1.0	0.7
Jerusalem College of Technology	11.2	7.3	0.5	2.0	1.4	22.9	13.8	1.0	5.0	3.1
Ruppin Institute of Agriculture (academic course)	2.6	0.7	0.8	—	1.1	4.5	1.3	1.2	—	2.0

1. Including wage differentials from previous years.

Appendix 5

THE DEVELOPMENT BUDGET OF THE UNIVERSITIES
1980/81 AND 1981/82
(I. S. thousands, current prices)

	1980/81		1981/82	
	Actual Investments [1]	PGC's Allocation	Estimated Investments	PGC's Allocation
Total	393,400	84,266	730,000	180,692
Hebrew University of Jerusalem — Total	132,900	17,250	250,000	27,670
(Mt. Scopus alone) [2]	(122,600)	(14,250) [4]	(240,000)	(27,670) [4]
Technion-IIT	120,000 [3]	35,000	160,000	76,000
Tel-Aviv University	85,000	14,000	135,000	34,000
Bar-Ilan University	11,400	3,000	45,000	20,000
University of Haifa	1,900	750	15,000	2,000
Ben-Gurion University of the Negev — Total	29,500	10,700	85,000	15,000
(Inst. for Desert Research — alone) [2]	(2,400)	(700)	(4,000)	(2,000)
Weizmann Institute of Science	12,700	1,900	40,000	5,000
Special allocation for the conservation of energy	—	1,666	—	1,022

Notes:

1. Source of data — financial reports of the universities ; including construction, installations and furniture in new buildings. Does not include basic scientific equipment financed from ordinary budget.
2. Defined as a project of special national importance.
3. After deducation of estimated commitments pending.
4. Including allocations not from the State budget.

Appendix 6

STUDENTS IN UNIVERSITIES BY INSTITUTION
1969/70 — 1981/82

	1969/70	1972/73	1974/75	1977/78	1979/80	1980/81	1981/82
				Absolute Numbers			
Total	36,239	48,942	52,088	54,060	57,500	58,970	60,685
Hebrew University of Jerusalem	12,960	15,819	14,665	13,180	14,770	14,970	15,300
Technion-IIT	6,100	8,345	8,471	8,760	7,940	7,990	8,050
Tel-Aviv University	8,250	12,264	13,004	13,530	15,130	15,610	16,770
Bar-Ilan University	4,356	5,771	7,246	8,150	8,670	9,370	9,430
University of Haifa	2,839	3,405	4,802	5,920	6,190	6,090	6,105
Ben-Gurion University of the Negev	1,315	2,762	3,308	3,960	4,300	4,480	4,570
Weizmann Institute of Science	419	576	592	560	500	460	460
				Percentages			
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Hebrew University of Jerusalem	35.8	32.3	28.2	24.4	25.7	25.4	25.2
Technion-IIT	16.8	17.0	16.3	16.2	13.8	13.5	13.3
Tel-Aviv University	22.8	25.1	25.0	25.0	26.3	26.5	27.6
Bar-Ilan University	12.0	11.8	13.9	15.1	15.1	15.9	15.5
University of Haifa	7.8	7.0	9.2	11.0	10.7	10.3	10.1
Ben-Gurion University of the Negev	3.6	5.6	6.3	7.3	7.5	7.6	7.5
Weizmann Institute of Science	1.2	1.2	1.1	1.0	0.9	0.9	0.8

Source : Central Bureau of Statistics

Appendix 7

PUBLICATIONS

A. Publications of the PGC

1. The Work Programme of the PGC for 1981/82.
2. The Annual Report of the Planning and Grants Committee no. 8, Academic Year 1980/81 (Hebrew and English versions).
3. Bulletin — an information sheet, each issue devoted to a particular subject. 7 issues appeared in 1981/82.
4. Survey of Manpower in the Universities, by Eliahu Israeli. 2 surveys appeared during the year — on the Technion-IIT and a general summary issue. (Surveys on the other universities appeared in 1979/80 and 1980/81).
5. An amended edition of the Council for Higher Education Law.
6. Higher Education in Israel-Statistical Abstract 1980/81 (Hebrew and English).
7. Higher Education in Israel — A Guide for Overseas Students.
8. Guidelines for Reporting on Endowment Funds.
9. Survey of Pensions in the Institutions of Higher Education.
10. Survey of Aid to Students.

B. Publications prepared by, or with the co-operation of, others

1. Education and Employment of Graduates of Israeli Universities — The Central Bureau of Statistics.
2. Reprint of the section on higher education from the Statistical Yearbook of Israel 1982, published by the Central Bureau of Statistics.
3. Forecast of Demand and Supply of Engineering Manpower in the Years 1981—1990 — Economic Planning Authority.
4. Budget Proposal for Higher Education included in the State Budget for 1982.

Appendix 8

LIST OF SUB-COMMITTEES

1. The Sub-committee for Non-University Institutions of Higher Education.
2. The Sub-committee for Allocations to Endowment Funds.
3. The Sub-committee for Foreign Students in the Universities.
4. The Sub-committee for University Libraries.
5. The Sub-committee for Computers.
6. The Inter-Institution Committee for the Institute for Desert Research.
7. The Sub-committee for Scientific Equipment.
8. The Sub-committee for the Yigal Allon Fellowships for Outstanding Young Researchers.
9. The Sub-committee for Natural Science Collections.
10. The Follow-up Committee for the Pre-academic Preparatory Courses.